

## Message Text

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PAGE 01 IAEA V 01238 121659Z

73

ACTION OES-04

INFO OCT-01 EUR-12 EA-06 IO-10 ISO-00 FEA-01 ACDA-05

CIAE-00 INR-07 L-02 NSAE-00 NSC-05 H-01 OIC-02 OMB-01

PA-01 PM-03 PRS-01 SAJ-01 SAM-01 SP-02 SS-15 USIA-06

TRSE-00 BIB-01 DODE-00 /088 W  
----- 127880

R 121455Z FEB 75

FM USMISSION IAEA VIENNA

TO SECSTATE WASHDC 5489

INFO AEC GERMANTOWN

AMEMBASSY BONN

AMEMBASSY CANBERRA

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY OTTAWA

AMEMBASSY PARIS

AMEMBASSY TOKYO

USMISSION EC BRUSSELS

USMISSION GENEVA

C O N F I D E N T I A L IAEA VIENNA 1238

E.O. 11652: GDS

TAGS: PARM TECH

SUBJECT: AUSTRALIAN INITIATIVE ON NON-PROLIFERATION

1. SUMMARY: AUSTRALIANS ARE CONTEMPLATING NEW INITIATIVES  
WITH RESPECT TO EXPORT POLICIES OF NUCLEAR SUPPLIER STATES  
AND ARE STARTING EXTENSIVE CONSULTATIONS TO THIS EFFECT.  
MAIN EMPHASIS SEEMS TO BE ON RESUSCITATING ZANGGER COMMITTEE  
AND GIVING IT NEW TASKS. END SUMMARY.

2. UNDER SPECIFIC INSTRUCTIONS, AUSTRALIAN MISSION  
VIENNA HAS BEEN CONSULTING WITH MISSIONS OF SELECTED STATES  
(TO OUR KNOWLEDGE UK, FRG, CANADA, US) WHICH WERE ACTIVE  
IN THE ZANGGER COMMITTEE EXERCISE WHICH LED TO AGREEMENT  
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PAGE 02 IAEA V 01238 121659Z

LAST SUMMER ON THE SO-CALLED TRIGGER LIST ON NUCLEAR

EXPORTS, AND ON A COMMON APPROACH ON THE APPLICATION OF IAEA SAFEGUARDS AS REQUIRED UNDER ARTICLE III.2 OF THE NPT. CONSULTATIONS IN VIENNA HAVE BEEN SUPPLEMENTED BY APPROACHES, IN RECENT WEEKS, IN VARIOUS CAPITALS, FOR EXAMPLE, OTTAWA, MOSCOW, PARIS, LONDON. AN EARLY APPROACH IN WASHINGTON IS ALSO CONTEMPLATED.

3. AUSTRALIA, ALTHOUGH NOT YET AN EXPORTER OF NUCLEAR EQUIPMENT, BECAME A MEMBER OF THE ZANGGER COMMITTEE AS RESULT OF HER POSITION AS POTENTIAL MAJOR SUPPLIER OF SOURCE MATERIAL. AFTER ADVENT WHITLAM GOVERNMENT AND AUSTRALIAN RATIFICATION OF NPT, GOA ASSUMED A MUCH MORE ACTIVE ROLE IN COUNCILS OF ZANGGER COMMITTEE AND, AFTER MAY INDIAN EXPLOSION, TOOK POSITION IN VIENNA THAT ZANGGER COMMITTEE SHOULD REMAIN ACTIVE IN SOME INSTITUTIONAL FORM AND SHOULD PERHAPS BROADEN ITS TERMS OF REFERENCE WITH RESPECT OT NUCLEAR EXPORT POLICY AND THE APPLICATION OF INTERNATIONAL SAFEGUARDS. IN RECENT MONTHS AUSTRALIANS HAVE BEEN QUIET, LARGELY BECUASE OF ALMOST TOTAL TURNOVER IN EMBASSY STAFF AND EXTENDED HAITUS PERIOD BETWEEN AMBASSADORS. CANBERRA IS OBVIOUSLY BECOMING UNHAPPY WITH THIS STATE OF AFFAIRS (AS WEEL AS WITH TOTAL LACK OF ACTIVITY IN ZANGGER COMMITTEE) AND SEEMS BE RESUMING INITIATIVE TO RE-ESTABLISH ZANGGER COMMITTEE AS A FORUM FOR COORDINATED ACTION BY NUCLEAR SUPPLIER STATES IN PURSUIT OF NON-PROLIFERATION OBJECTIVES.

4. AUSTRALIANS OFFERED US NO CONCRETE SUGGESTIONS AS TO WHAT SHOULD BE DONE--ONLY THAT ACTION WAS NEEDED. IN THEIR APPROACH TO THIS MISSION, THEY ATTEMPTED TO ELICIT INFORMATION AS TO WHAT MIGHT BE LEGITIMATE ONGOING FUNCTIONS FOR A REVITALIZED ZANGGER COMMITTEE AND THEY ASKED SIMILAR QUESTIONS OF OTHER MISSIONS AND OF THE AGENCY SECRETARIAT. WE RESPONDED IN GENERAL TERMS THAT WE FELT ZANGGER COMMITTEE GROUP, IN ADDITION TO ITS EXISTING AND AGREED FUNCTIONS, COULD AT SOME POINT HAVE, FOR EXAMPLE, A CONTINUING AND IMPORTANT ROLE IN SUCH AREAS AS (A) REVIEW AND ELABORATION OF THE TRIGGER LIST, (B) EXCHANGE OF INFORMATION BETWEEN SUPPLIER STATES ON EXPORT OF "GRAY AREA" EQUIPMENT, I.E., EQUIPMENT NOT SPECIFICALLY LISTED

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PAGE 03 IAEA V 01238 121659Z

ON TRIGGER LIST BUT SUSPECTED OF BEING USED IN NUCLEAR INSTALLATIONS IN STATES NOT PARTY TO THE NPT, AND (C) EXCHANGE OF INFORMATION PERHAPS LEADING TO CONTROLS IN EXPORT OF NUCLEAR TECHNOLOGY. WE DOUBTED THAT IT COULD MAKE A CONTRIBUTION IN DRAFGING OF SAFEGUARDS AGREEMENTS, WHICH NOW SEEMED TO BE ADEQUATELY HANDLED BY AGENCY AND BOARD. WE STRESSED THAT ZANGGER GROUP WAS TOO LARGE FOR EFFECTIVE DEBATE ON POLICY ISSUES; BASED ON PAST EXPERIENCE, POLICY

SHOULD BE DECIDED BY KEY GOVERNMENTS AND THEN IMPLEMENTED BY SUCH A GROUP AFTER CONSENSUS REACHED. WE REMINDED AUSTRALIANS OF ZANGGER COMMITTEE EXPERIENCE WITH SOVIETS, WHERE THE EFFECTIVE NEGOTIATIONS WERE CARRIED ON BETWEEN SOVIETS AND US OUTSIDE THE COMMITTEE. THIS ENABLED COMMITTEE ULTIMATELY TO SECURE SOVIET COOPERATION AND SUPPORT, WHICH WOULD PROBABLY HAVE NEVER BEEN ACHIEVED IF SOVIETS HAD BEEN NEGOTIATING IN THE ROOM WITH A DOZEN OR MORE COUNTRIES.

5. WE ASKED WHAT RESPONSE AUSTRALIANS HAD HAD IN MOSCOW. SOVIETS HAD APPARENTLY LISTENED, SAID THAT THEY HAD BEEN THINKING OF THE QUESTION BUT HAD NOT YET FORMULATED A POLICY, AND WOULD BE IN TROUBLE WHEN THEY DID. WE WERE UNABLE ASCERTAIN NATURE OF AUSTRALIAN-FRENCH DISCUSSIONS EXCEPT WHAT IS ALREADY PUBLICLY KNOWN ABOUT WHITLAM VISIT.

6. COMMENT: GIVEN THE STRONG NON-PROLIFERATION STAND OF THE WHITLAM GOVERNMENT, THIS IS OF COURSE A LOGICAL AUSTRALIAN INITIATIVE, PARTICULARLY VIEWED IN THE CONTEXT OF THE INACTION ON THE ZANGGER COMMITTEE FROM THE TIME SINCE IT COMPLETED THE TRIGGER LIST ACTIVITY LAST SUMMER, AND GOA SHOCK AFTER INDIAN EXPLOSION. WE CAN EXPECT A HEIGHTENED AUSTRALIAN ACTIVITY AFTER ARRIVAL OF NEW AMBASSADOR (R.W. FURLONGER) THIS WEEKEND. WOULD APPRECIATE REPORT ON OTHER AUSTRALIAN APPROACHES TO USG WHEN MADE. PORTER

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